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Metropolitan Winnipeg

- ESTABLISHMENT
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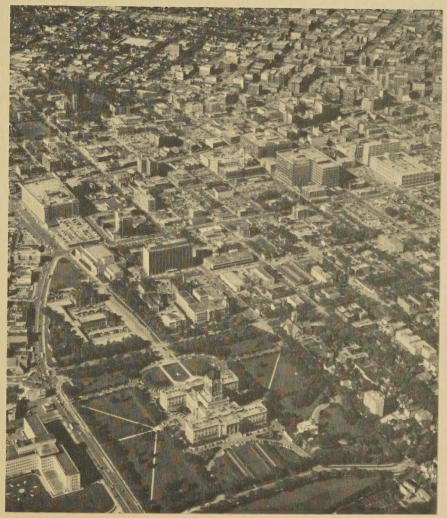

THE METROPOLITAN CORPORATION OF GREATER WINNIPEG

THE METROPOLITAN CORPORATION OF GREATER WINNIPEG

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TABLE OF CONTENTS

Metropolitan Winnipeg	1
Metropolitan Council	9
Metropolitan Operations	12
Events Leading to Metro Government	13
Financing the Corporation	15
Metropolitan Water Supply	17
Metropolitan Sewage Disposal	20
Metropolitan Transit	22
Municipalities Wholly or Partly Within Metro Jurisdiction	

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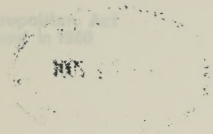
Metropolitan Winnipeg



Greater Winnipeg is the fourth largest urban community in Canada, with a population in excess of 500,000. The area is composed of seven cities, five suburban municipalities, and two towns — a total of 14 municipalities, with the City of Winnipeg forming the centre.

Before the establishment of metropolitan government in Greater Winnipeg in 1960, many of the essential inter-municipal services were operated by single-purpose boards and commissions. Among them were: The Greater Winnipeg Water District, established in 1913; the Mosquito Abatement District (1927); the Greater Winnipeg Sanitary District (1935); the Metropolitan Planning Commission (1949); the Metropolitan Civil Defence Board (1951); and the Greater Winnipeg Transit Commission (1953).

Inter-Municipal services: a growing problem

In the years between 1950 and 1960, there was a growing awareness of the need for better co-ordination of the services provided by these authorities, and a widespread feeling that the various agencies could not be expected to provide adequately for the joint services which were essential to the municipalities — particularly those

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municipalities which were experiencing rapid post-war development.

Metropolitan Act passed in 1960

The Metropolitan Winnipeg Act, passed in 1960 by the Manitoba Legislature, established The Metropolitan Corporation of Greater Winnipeg with jurisdiction over a number of services which were considered to be of joint concern throughout the urban area. The boards and commissions listed above were dissolved and their responsibilities were assumed by the Metropolitan Corporation, along with other services which previously had been administered by the municipalities themselves.

Greater Winnipeg is the second community in Canada to have metropolitan government, the first being Greater Toronto where The Municipality of Metropolitan Toronto came into existence in 1953. There is substantial similarity in the legislation creating these governments.

The main differences are:

1. Greater Winnipeg has a more extensive and centralized planning function, with the Metropolitan Corporation being the single authority for planning, zoning, and building regulations. In Toronto, the area municipalities retain much of this authority.

2. Metropolitan Winnipeg has a more co-ordinated regulation of streets, traffic control and public transportation — centralizing these functions under a single administrative division.

3. The system of representation: In Metropolitan Winnipeg, the councillors are selected by direct election to Council; in Toronto, the Metropolitan Council is composed of 12 members of Toronto Council, plus the mayors and reeves of the 12 suburban townships.

4. A more extensive list of services in Metropolitan Toronto, including a Metropolitan police force, welfare service, public housing, and a Metropolitan school board.

In his introduction to Bill 62, an Act to establish The Metropolitan Corporation of Greater Winnipeg, Premier Duff Roblin said, in part:

"The principle on which this Bill rests consists of two rather simple thoughts. First of all, that we should develop a central planning authority for this metropolitan area that would be charged with the responsibility of providing a unified development plan. And secondly,

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that we should also provide for the central control of certain essential services to the public within this same urban area....

Planning: "The key to Metropolitan services"

"The key to the major portion of the services to come under metropolitan jurisdiction is to be found in the central planning function. The Council is charged with the preparation, revision and adoption of a development plan for the whole of this metropolitan area and is established as the sole authority in that field. The adoption of an over-all development plan must, of course, include long-term planning with respect to major roads and bridges, traffic control, transit, sewer and water functions, the establishment of major parks and garbage disposal.

"An orderly and economic expansion in any one of the above fields can be successfully achieved only if it is integrated and fitted into the whole picture of the future development of the area....Any individual development in any one of these fields, if carried on separately and without due regard to other requirements will lead only to unnecessary expenditure of public funds which cannot be recouped at a later date when that particular service is fitted into the over-all program.

"It is, of course, impossible to have an orderly

and desirable development of the area unless such development is planned, having regard for the problems which will be presented it in each of the individual fields that I have just referred to. The time to plan for this growth is at the beginning and the planning in all its phases must be co-ordinated under one central authority. Such being the case, it follows logically that the same central authority should as well control and provide the services themselves."*

The Metropolitan Winnipeg Act, 1960, and subsequently amended, provides the Corporation with jurisdiction over a number of inter-municipal services in the urban area. The Act further defines an "additional zone" extending beyond the metropolitan boundaries, over which the Corporation has jurisdiction for planning and the control of pollution.

Metropolitan jurisdiction covers 660 square miles

The metropolitan area proper covers 166.60 square miles. The additional zone covers 492.86 square miles.

Eleven municipalities are wholly within the metropolitan boundaries:

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* Extract from Debate and Proceedings of the Legislative Assembly of Manitoba, February 17, 1960.

METROPOLITAN WINNIPEG

METRO BOUNDARY

MUNICIPAL BOUNDARY

FLOODWAY

Fourteen municipalities in Greater Winnipeg metropolitan area

The cities of Winnipeg
St. James
St. Boniface
East Kildonan
West Kildonan
Transcona;

the suburban municipalities of
Fort Garry
Old Kildonan
North Kildonan;

the towns of Tuxedo
Brooklands.

Three suburban municipalities have large areas within the metropolitan boundaries:

St. Vital

Charleswood

Assiniboia.

The Metropolitan Winnipeg Act assigns the following functions, powers, and responsibilities to the Corporation:

Metropolitan services

Assessment on a uniform basis of all property for metropolitan purposes and for the purposes of local taxation.

The supply, storage, treatment, pressure, and arterial distribution of water to area municipalities. (The municipalities are responsible for local distribution.)

Sewage collection and disposal, not including local collection.

Public transportation, major streets and bridges, including traffic control.

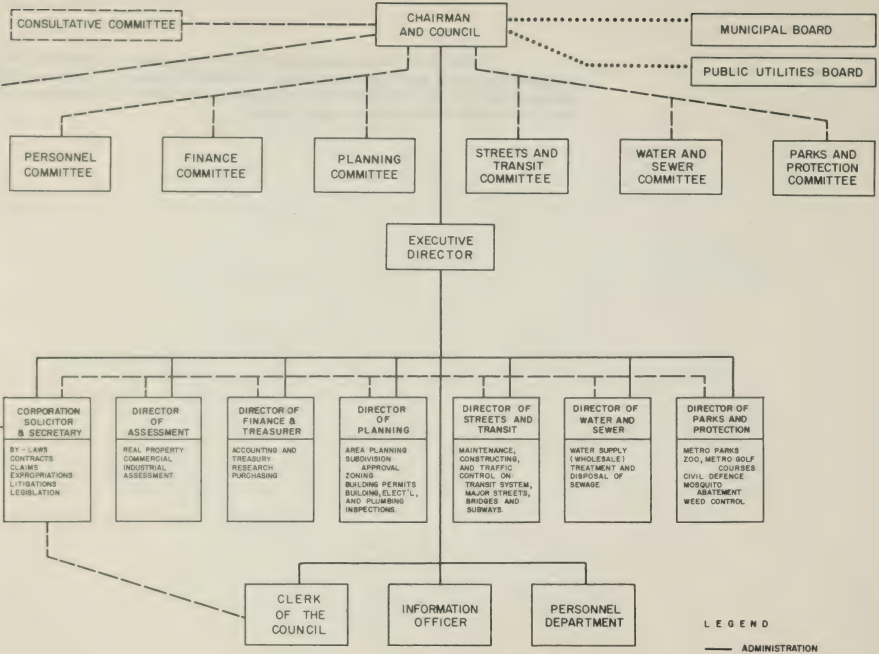
Major parks, municipal golf courses, zoo.

Civil defence.

Mosquito abatement.

Weed control.

The Act also provides for eventual metropolitan responsibility for garbage and refuse disposal, and certain powers under the Rivers and Streams Act when proclaimed by the Lieutenant-Governor-In-Council.



BASIC ORGANIZATION

Metropolitan Council

Ten Councillors

The first Metropolitan Council was elected on October 26, 1960 for a term of four years, and the second was elected on October 28, 1964 for a term of two years. Present legislation provides for subsequent two-year terms of office.

Direct Election

Council members are elected directly by Greater Winnipeg citizens in ten electoral divisions, and each division has one representative on Council.

Each electoral division is composed of a part of the central city of Winnipeg and parts of one or more of the other municipalities. Thus, each division cuts across municipal boundaries. Winnipeg voters form a majority in five of the divisions; and suburban voters a majority in the other five.

Appointment of Chairman

The first Chairman of Council (Mr. R. H. C. Bonnycastle) was appointed by the Provincial Government for a four-year period. Subsequent chairmen are elected

by the Council which may select one of its own members, or a former chairman. If Council elects one of its own members, the strength of Council is reduced from eleven to ten. (In November, 1964, the second Metropolitan Council re-elected Mr. Bonnycastle for a subsequent two-year term).

Eligibility for election

To be nominated for election to the Metropolitan Council, a candidate must be a Canadian citizen, resident in the metropolitan area for at least 12 consecutive months, 21 years or over, and able to read and write English or French.

No member of the House of Commons or the Manitoba Legislature is eligible to be nominated. A member of a municipal council is eligible for nomination provided that he resigns or retires from his municipal office effective at the end of the year in which the metropolitan election is held.

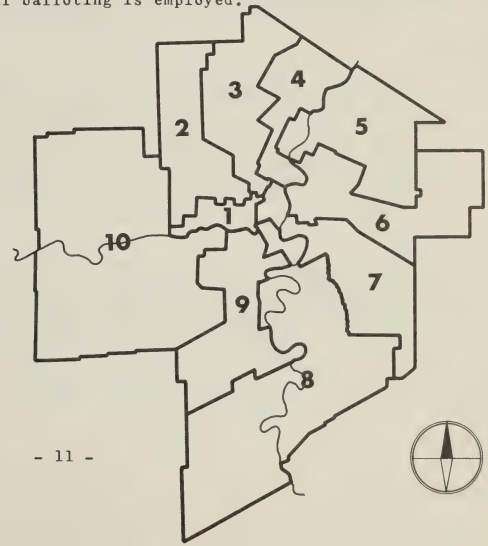
Nomination to Council

Nomination of candidates to the Metropolitan Council takes place on the first Wednesday of October every two years from 1964, and elections on the fourth Wednesday of the month. The members take office on the first Tuesday

immediately following the declaration of the results of the election.

Metropolitan elections are conducted at the same time and in the same polling stations as for municipal elections. Every citizen eligible to vote in his municipal elections is eligible to vote in one metropolitan division. Preferential balloting is employed.

Electoral Divisions



Metropolitan Operations

On January 1, 1961, the Metropolitan Council officially assumed responsibility for the transit system, the water supply and sewage disposal systems, area planning, and assessment.

Civil defence, parks, the zoo, municipal golf courses, mosquito abatement, zoning, building permits, and inspections were assumed as metropolitan services on April 1, 1961; and the metropolitan street system, including bridges and arterial traffic control on May 1, 1961. Weed control came under the jurisdiction of the Metropolitan Council in April, 1965.

Metropolitan government operates under the Council-Committee system, with the administrative functions organized into divisions, each of which has a director who is responsible to a chief administrative officer, known as the executive director of the Corporation.

Events leading to Metro Government

The following is the sequence of events which led to the establishment of metropolitan government in Greater Winnipeg:

1952: A provincial-municipal committee was formed to study the political and financial problems of Manitoba municipalities.

1953: A sub-committee, studying the special situation in Greater Winnipeg, recommended in part that a central board should be established to handle the essential inter-municipal services of the metropolitan area. This recommendation was adopted in the main report of the committee.

1955: After exploratory discussions among the area municipalities, the Provincial Government appointed The Greater Winnipeg Investigating Commission to study more precisely all aspects of metropolitan problems. The Commission was composed of the mayors of Winnipeg, St. Boniface, St. James, and West Kildonan, with a former mayor of East Kildonan as Chairman.

1959: Following four years of investigation, including numerous public hearings and visits to a number of Canadian, United States, and European cities, the Commission recommended the establishment of a strong central authority with responsibility for a large number of inter-municipal services. (The Commission also recommended a series of partial amalgamations, reducing 16 area municipalities to eight in number, each to form a city of fairly equal size and resources.)

1960: After additional hearings, the Provincial Government introduced Bill 62, an Act to establish The Metropolitan Corporation of Greater Winnipeg. The Bill incorporated many of the main recommendations of the Investigating Commission, but did not implement the eight-city proposal. Bill 62 was assented to in March, 1960. The first Metropolitan Council was elected on Wednesday, October 26, and held its inaugural meeting the following Monday.

Financing the Corporation

The Corporation derives revenue from building permit fees, public golf courses, the operation of parks catering facilities, and other miscellaneous sources, and from government grants for street maintenance, and for Civil Defence purposes.

To meet its general expenses, after crediting such revenue, the Corporation imposes levies on the area municipalities under two sections of The Metropolitan Winnipeg Act.

Section 37 provides for the payment to the Corporation of a portion of the business tax of the area municipalities. Prior to 1965, the amount of business tax payable to the Corporation was at the discretion of the Metropolitan Council, and in general 50 per cent of the tax was taken by the Corporation.

In 1964, however, Section 37 of the Act was amended by removing the discretionary power of the

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Civil Defence purposes.

To meet its general expenses, after 1953 the
much revenue, the Corporation imposed levies on the real
municipalities under the provisions of the Metropolitan
Winnipeg Act.

Section 37 provides for the payment [illegible]
Corporation of a portion of the business tax [illegible]
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Metropolitan Council, and instead provided that, from 1965 onwards, each area municipality shall pay to the Corporation an amount which shall be equal to 6 per cent of the business assessment and eight mills on the personal property assessment.

Section 35 provides for a levy on the area municipalities of the amount required to meet the annual expenditure of the Corporation after deducting the estimated amount of all other revenue, including that receivable under the provisions of Section 37. The amount required is apportioned in the same ratio as the rateable property of the area municipality bears to the rateable property of the whole area.

Metropolitan Water Supply

Greater Winnipeg receives its water from Indian Bay on Shoal Lake, the most westerly part of the Lake of the Woods system on the Manitoba-Ontario-Minnesota boundaries.

At this point, water enters the intake station and flows through a large pipeline a distance of 97 miles to Greater Winnipeg, where the water undergoes simple chemical treatment before being pumped into the metropolitan distribution system.

At the intake station a small staff is in residence to operate the valves, screens, pumps, and other equipment needed to control the flow of water. Mechanical screens remove large particles such as leaves and sticks. One part per million of fluorine is added to the water for control of tooth decay, and at certain times of the year copper sulphate is added to control algae growth in the water.

Because the intake station is 290 feet higher than the reservoir level in Greater Winnipeg, the water flows by gravity through the aqueduct: an arch-shaped concrete pipe. This aqueduct was built between 1913 and 1919 and has a capacity of 85,000,000 gallons of water per day at normal lake levels.

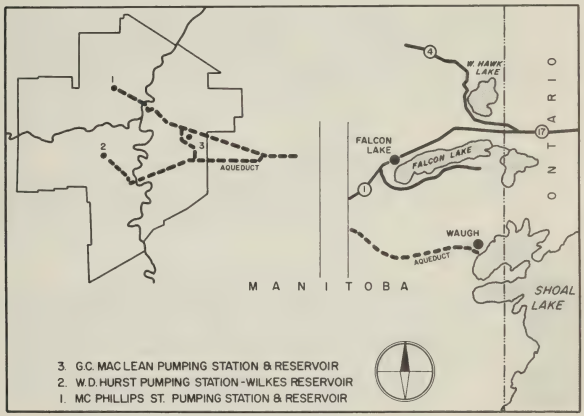
The aqueduct divides into two branches at a point 12 miles east of St. Boniface. One branch leads to a reservoir at McPhillips Street and Logan Avenue. The other branch terminates in a reservoir at Waverley Street and Wilkes Avenue. A third reservoir, at Marion and Burnsway in St. Boniface, is supplied from both branches of the aqueduct.

These reservoirs store water before it is pumped into the arterial distribution system. At the pumping stations, the water is further sterilized by the addition of small amounts of chlorine and ammonia. The water leaves the pumping stations at a pressure of 75 pounds per square inch.

This water is delivered and sold to the municipalities at 32 locations throughout Greater Winnipeg, and meters are installed at these points to measure the volume of water leaving the metropolitan distribution system.

The Metropolitan Corporation is, thus, a wholesale distributor of water. The area municipalities carry the water through their own distribution systems for delivery to individual consumers: homes, commercial and industrial sites. The municipalities, in effect, are retailers of water.

Water Distribution



Metropolitan Sewage Disposal

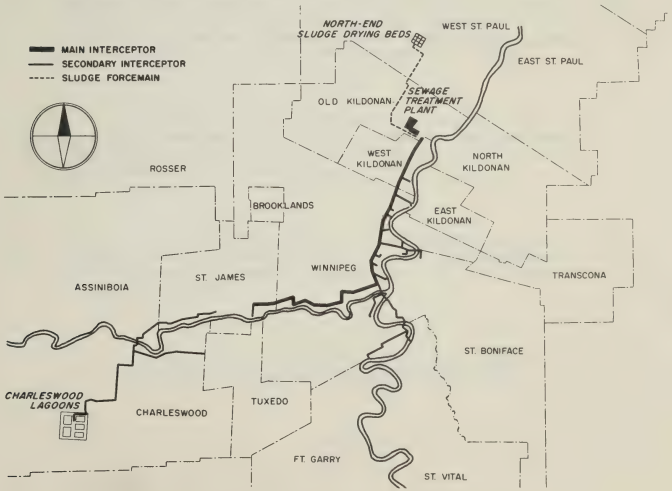
The municipalities of Greater Winnipeg are responsible for the collection of sewage from individual sites within their boundaries. This sewage is then conveyed by trunk sewers to the metropolitan interceptor sewer system which, in turn, carries the sewage to treatment facilities.

The Metropolitan Corporation has two forms of sewage treatment: a mechanical treatment plant in the northern sector of Greater Winnipeg, and a lagoon system in the western sector.

The North End Treatment Plant provides primary and secondary treatment of sewage. This includes grit removal, settling tanks, and aeration facilities. The settleable solids, called sludge, are pumped to sludge drying beds, and the treated liquid is discharged into the Red River. These facilities provide 90 to 95 per cent reduction of the pollution of the sewage.

Sewage Disposal

The Charleswood Lagoon system covers 1,200 acres, although only 260 acres are developed to date. There are three primary sewage cells and two secondary cells. These cells vary from 45 to 63 acres each, and have an operating depth of three to five feet. The sewage is acted upon by wind, sun, and algae growth which release oxygen to break down the sewage. After a period of detention, the purified liquid is discharged to the Assiniboine River. This system provides complete treatment of sewage, comparable to the action of a secondary treatment plant.



Metropolitan Transit

Operation of the transit system was taken over by the Metropolitan Corporation in 1961 as part of a balanced transportation plan. As far as is known, Metropolitan Winnipeg is the only urban area which enjoys the advantage of having both public transportation and the operation of major thoroughfares, bridges, and traffic control under a single administrative division.

The transit fleet consists of 469 buses, of which 125 are trolley, 327 are diesel, and two are gasoline powered. The fleet is being switched gradually to an all-diesel operation.

During 1964, this fleet operated a total of 13,630,579 miles, and carried 57,497,123 passengers. The total mileage of transit routes is 217, and this is being steadily extended.

To keep its fleet moving, the Transit Department operates three storage and maintenance centres. All buses

are washed at least once every two days — and daily when required. They are vacuumed inside and serviced daily. The buses are inspected every 4,000 miles or 90 days, whichever comes first, and repairs carried out accordingly. Radio-equipped vehicles patrol the system, receiving trouble and emergency calls from a VHF automatic radio station. This station also maintains communications with 28 radio vehicles of other Metropolitan departments.

Municipalities wholly or partly within Metro jurisdiction

MUNICIPALITY	AREA OF METROPOLITAN ZONE	AREA OF ADDITIONAL ZONE	TOTAL AREA OF MUNICIPALITY
Assiniboia	9.5	24.0	33.5
Brooklands	1.0	-	1.0
Charleswood	15.1	21.6	36.7
East Kildonan	3.2	-	3.2
Fort Garry	26.8	-	26.8
North Kildonan	9.3	-	9.3
Old Kildonan	9.4	-	9.4
St. Boniface	18.2	-	18.2
St. James	8 0	-	8.0
St. Vital	15.7	6.9	22.6
Transcona	8.6	-	8.6
Tuxedo	7.4	-	7.4
West Kildonan	3.0	-	3.0
Winnipeg	31.09	-	31.09
Macdonald	-	79.4	429.6
Springfield	-	111.9	411.0
East St. Paul	-	16.4	16.4
West St. Paul	-	31.6	31.6
Rosser	0.25	107.96	156.26
Ritchot	0.06	36.2	130.2
St. Clements	-	16.1	306.1
St. Andrews	-	17.6	283.4
Tache	-	23.2	215.1
TOTALS	166.60	492.86	2,198.45

Total Metro and Additional Zone area = 659.46 square miles.

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